

24 April 1967

COLLECTION GUIDANCE STAFFA. Collection Guidance Process

1. The term collection guidance covers a broad range of functions and many levels of generality. The process provides means for:

- a) identifying, collating, and validating information needs of the various production components;
a) Coordinating needs with other production components*
- b) converting these needs into targets or support materials--
photographic, communications intercept, or human--as needed to adapt the guidance to the operating environment of the multiplicity of human resources, SIGINT, imagery and other collection means in the Agency, the community, and the Government.
- c) assisting in evaluating the products of the multiple collection systems in terms of relevancy to the need and cost of collection versus worth of the information received.
- d) supporting managers and supervisors with registries, inventories and other records required for survey and judgment of the overall effectiveness of the process.

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The varied activities of the Collection Guidance Staff contribute to the above elements of the Agency collection guidance process. Its activities assist the production components of the Intelligence Directorate and the Science and Technology Directorate in expressing their needs to overhead reconnaissance programs, signals intelligence programs, and all human resource reporting systems.

B. Information Requirements

2. Information requirements are one of the basic tools of the collection guidance process. Depending on the collector to whom the requirement is directed, it will assume many different forms. It may be expressed as a target for reconnaissance coverage; a subject for exploitation of intercepted communications traffic; a request for measurements of buildings in photography; questions for a Defense Attache or Foreign Service Officer; suggested exploitation of a scientific conference; [REDACTED] from a specific area. The process of preparing and handling these information requirements involves several steps designed to achieve uniform review and consideration of the multiple information needs of the many Agency analysts, operating within practical time limits. Such review helps ensure:

a) Clarification: requirements as stated (sometimes over the phone) may be imprecise and general. The terms of the need require discussion and precise definition if collection efforts are not to be wasted.

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b) Validation: requirements must be valid to be worth acting on and must reflect a real need, one that has not already been met or can be met by existing information. The requirement also needs to be measured against the cost of meeting it. This is the most difficult part of the general requirements process and the one that demands close collaboration between collectors, CGS, and production offices.

c) Coordination: a number of Agency analysts have responsibilities bearing on the same intelligence area. Therefore, coordination is essential to help incorporate the interests of all analysts in a single requirement. CGS carries this out with a view to meeting as many needs as possible with one requirement.

d) Allocation: the checked-out requirement then is placed with a collector, the one best equipped to respond to the need. Here CGS's central knowledge of collection possibilities in all systems can assist in the proper assignment of the requirement, with whatever amplifying explanations the collector needs to get on with the task.

e) Termination: Analysts are checked on a continuing basis to determine the degree to which their needs have been fulfilled by the product of various collection systems. If the problem has been solved, the collector is notified and the requirement terminated. If not, the requirement can be revised to focus on what is still needed and the collector's effort narrowed somewhat.

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f) Evaluation: Assisting in evaluation is one of the major functions of CGS and is carried out at all levels of complexity from individual reports to whole collection programs or systems.

C. Other Guidance Activities

3. The information requirements process is the common denominator for defining and packaging the specific information needs of the production offices. However, the collection guidance process as a whole encompasses a broad range of other activities performed at many different operating levels of the community. Examples of these in which the Collection Guidance Staff participates are:

- a) developing a coordinated Agency position on collection policy problems--such as for USIB and the USIB collection committees;
- b) developing coordinated intelligence guidance (via the SIGINT Committee) for the NSA COMINT program;
- c) reviewing the NSA Consolidated Cryptologic Program in terms of resources applied to stated intelligence needs;
- d) developing the detailed Agency statement of the numbers of "looks" and frequency of high-resolution coverage required to meet Agency needs (via the COMOR Current Coverage Requirements)

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e) preparing tailored support and guidance manuals or documents for specialized situations, such as interrogations of Cuban refugees, [REDACTED]

[REDACTED] and reporting guidance to 43 American Embassies on the Sino-Soviet dispute.

f) contributing to special ad hoc studies, and evaluations concerning, for example, the productivity of [REDACTED] efforts, the worth of higher resolution photography, substantive needs requiring deployment of OXCART, the value of SIGINT ships as a substitute for land based SIGINT installations, and the decontrol of KH photography for civilian uses.

D. Reference Services and Other Support

4. The Collection Guidance Staff maintains certain data base files which are used for analysis of collection guidance problems (e.g., when was a COMOR target last covered), management review of the information requirements process, and correlation of existing collection capabilities to a given requirement. Examples of these data base files are:


a) Information Requirements Register - integrated CIA/DIA machine index of requirements and referenced reporting (during FY 1966 the CGS Registry prepared 355 survey projects, issued over 2000 requirements inventories to production and collection components, and responded to more than 2200 ad hoc service requests).

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b) Aircraft and Satellite Reconnaissance File - contains technical characteristics of US systems and sensors, capabilities and launch locations.

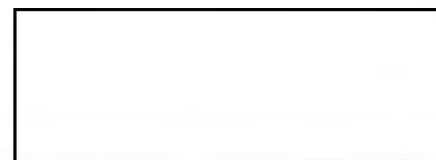
c) Computerized Index of COMOR Targets - provides target names, locations, priorities, coverage profiles and other data for programming scheduled launches.



5. The Collection Guidance Staff also provides liaison services to NSA and the other USIB agencies as an aid to servicing analyst requests or arranging contacts by analysts. The Staff also provides personnel to perform the Intelligence Directorate  and TALENT control officer functions.

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THE COLLECTION GUIDANCE ADVISORY GROUP (CGAG)

1. The Collection Guidance Advisory Group has the following Members: Chief, Collection Guidance Staff (chairman), and the Deputy Director (or his representative) of FMSAC, ^{OCL,} OBI, ONE, ORR, OSI.
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2. Representatives of collection and processing activities may be asked to participate in meetings of the Group as appropriate.
3. Meetings will be held at the initiative of the Chairman or upon the request of any Member. Special meetings may be called between the Chairman and selected Members on topics of concern only to one or a few offices and which are not of general interest to the Group. The Chairman will provide all necessary secretariat assistance.
4. The purpose of the Collection Guidance Advisory Group is to facilitate common action among the Member organizations on collection guidance problems and measures, to assist in developing CIA positions on collection policy decisions, to advise on collection gaps and priorities, and to foster collaboration between production offices, the Collection Guidance Staff, and collectors on collection matters.
5. The Collection Guidance Advisory Group will recommend specific actions or develop programs and procedures to deal with collection guidance matters. The decisions of the Group are advisory

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to the Member organizations and to the Deputy Director for Intelligence and the Deputy Director for Science and Technology.

6. The Chief, Collection Guidance Staff, in collaboration with the Collection Guidance Advisory Group, will keep the performance and needs of the two Directorates in the field of collection requirements under continuing review. Where deficiencies or inadequacies are identified, the Chief, Collection Guidance Staff, is authorized to make recommendations for appropriate action to the office directors or to the Deputy Director for Intelligence and the Deputy Director for Science and Technology, as necessary.

7. The general and continuing responsibilities of the Group are: to review problems arising out of the collection guidance process, both as they relate to the collector-producer relationship and as they involve the responsibilities of office directors and division chiefs, and to recommend specific actions or develop programs and procedures to resolve the problems; and to assist in developing collection guidance with the objective of achieving the efficient use of collection resources relative to the needs of producers for intelligence information.

8. The initial and specific responsibilities of the Group are to undertake the planning and to propose the actions necessary to implement various recommendations contained in the IG Survey. These are:

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- a. To prepare for issuance a notice that states the mission and functions of the Collection Guidance Staff in identical terms for the Science and Technology Directorate and the Intelligence Directorate (Recommendation No. 3).
- b. To review and, as necessary, revise Form 986 and to take measures respecting its use (Recommendation No. 6).
- c. To develop measures facilitating communication and exchange of information between CIA analysts and CIA collectors (Recommendation No. 7).
- d. To take measures to improve the Current Intelligence Reporting List (CIRL) (Recommendations No. 10, 11, 12).
- e. To undertake the preparation of collection guides as needed on selected intelligence problems (Recommendation No. 13).
- f. To devise practical measures to assist the directors of the Member Offices and their substantive division chiefs in carrying out their responsibilities for control, validation, and recording of requirements; for communication on needs with collectors; and for periodic audit of office and division performance in the field of collection guidance (Recommendations No. 24 and 25).

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9. If the Group concludes that a recommendation of the Survey is not feasible, practical, or desirable, it will direct the Chairman so to report to the Deputy Director for Intelligence and the Deputy Director for Science and Technology.